DOCUMENT RESUME

ED 160 153 JC 780 514

AUTHOR Schorzmann, Eugene F.
TITLE Updating the Iowa Lakes Community College Administrative Flow Chart to Reflect the Formal and Informal Structures Used to Effect Change.
PUB DATE 11 Mar 78
NOTE 94p.; Ed.D. Practicum, Nova University. Page 7 has been deleted due to irreproducibility

EDRS PRICE MF-$0.83 HC-$4.67 Plus Postage.
DESCRIPTORS *Administrative Organization; *Administrative Personnel; Administrator Responsibility; College Administration; Community Colleges; Flow Charts; Governance; *Informal Organization; Institutional Research; *Junior Colleges; *Organizational Communication; Organizational Effectiveness; Organizational Theories; Power Structure; *School Surveys; Sociometric Techniques

ABSTRACT

The formal and informal administrative structures and channels of authority at Iowa Lakes Community College were investigated through a questionnaire administered to the college's board of directors, central administration, department chairpersons, student services staff, student senate, and faculty. The questionnaire asked respondents to identify the type of governance model at work at the college; the person most likely to be contacted in a number of situations; and areas of influence of particular members in the administrative structure. Data were treated using a sociometric measurement of frequency ranking by group as well as by the total population. With regard to the formal structure, findings revealed: a majority of respondents in each group were aware of formal lines of authority; each group relied heavily upon their immediate supervisor for advice and information; a majority of respondents were able to identify correctly the office responsible for particular duties; a significant minority did not strictly follow formal channels in seeking advice. In regard to the informal structure, it was found that there were several individuals who were generally respected for their expertise in any one of several areas. Thus, there were several sources of help and assistance available in day-to-day operations. Background on the college, review of administrative and governance structure literature, a bibliography, and appendices containing the survey instrument and data tables are included. (MB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED160153

UPDATING THE IOWA LAKES COMMUNITY COLLEGE ADMINISTRATIVE FLOW CHART TO REFLECT THE FORMAL AND INFORMAL STRUCTURES USED TO EFFECT CHANGE

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Eugene F. Schorzmann

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC) AND USERS OF THE ERIC SYSTEM"

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

by

Eugene F. Schorzmann, M. Ed.

Iowa Lakes Community College

A PRACTICUM PRESENTED TO NOVA UNIVERSITY
IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE
DEGREE OF DOCTOR OF EDUCATION

NOVA UNIVERSITY

March 11, 1978

JC 780 514

ABSTRACT

The problem was that the administrative flow chart described how policies were carried out after they were set, but it said little about the process by which policy was established. It showed the lines of authority and formalized power but it told little about the power based on popularity, expertise, or on appeals to emotion and sentiment. It did not display the informal structure whereby individuals and groups conducted themselves daily in the totality of human interaction toward the formal mission of the college.

A thorough study was done of the literature covering governance philosophies, administrative styles, and trends in college governance.

This study was descriptive in nature and described the philosophy of governance as well as formal and informal administrative structures at Iowa Lakes Community College.

A survey questionnaire was designed to give the main constituents of the college an opportunity to identify and reaffirm the formal administrative structure and to identify the informal structure.

The population was stratified into the following groups; Board of Directors, central administrators, department chairpersons, student services staff, student senators, and faculty.

The data was treated by using a sociometric measurement of frequency ranking by population strata as well as total population.

The data was presented in table form.

The results of the study included the following;

1. The questionnaire which was developed to gather the data. (See Appendix A.)

2. An updated formal administrative flow chart. (See Figure 4.)

3. A flow chart which illustrates the informal structure of communication used by the various constituents in carrying out their job descriptions. (See Figure 5.)

The implications drawn from the data regarding the formal administrative structure include:

1. It is functioning quite well toward carrying out the mission and goals of the college.

2. It can be counted on to remain effective for at least the immediate future.

3. A significant minority are not strictly following the formal administrative channels in seeking advice and assistance.

4. Internal constituents are receiving very little input from the Board of Directors when planning short-range and long-range goals and objectives for the further development of the college.

The implication drawn regarding the informal communication structure is that there are often several individuals who are generally respected for their expertise within anyone of the several functional areas.

Recommendations regarding the formal administrative structure include:

1. It should be continued for the immediate future.

2. Attention should be given to those who are not following the formal administrative channels.

3. Continue to evaluate the effectiveness of supervisors and being responsive to the needs of subordinates.

Recommendations regarding the informal communication structure include:

1. Recognize that it exists but do not necessarily encourage an overuse of it.

2. Remain knowledgeable about who is respected within each function.

3. Continue to promote compatibility between the formal and informal structures.

TABLE OF CONTENTS

Page

LIST OF TABLES iv

LIST OF FIGURES v

Chapter

1. INTRODUCTION 1

PROBLEM 1

HYPOTHESIS 1

PURPOSE OF INVESTIGATION 1

HOW INVESTIGATION WAS CARRIED OUT 3

2. BACKGROUND AND SIGNIFICANCE OF THE STUDY 4

CHARACTERISTICS OF IOWA LAKES COMMUNITY COLLEGE 4

SIGNIFICANCE OF THE STUDY TO IOWA LAKES COMMUNITY COLLEGE 8

RELATION OF PRACTICUM TO GOVERNANCE MODULE 8

REVIEW OF LITERATURE 10

3. PROCEDURES 26

POPULATION IDENTIFIED 26

RESEARCH METHOD AND DESIGN 26

HYPOTHESIS 28

ASSUMPTIONS 28

LIMITATIONS 28

DEFINITIONS 28

Page

4. RESULTS 30

QUESTIONNAIRE 30

UPDATED FORMAL ADMINISTRATIVE FLOW CHART 30

FLOW CHART SHOWING INFORMAL STRUCTURE ALSO IN EXISTANCE AT IOWA LAKES COMMUNITY COLLEGE 32

5. CONCLUSIONS, IMPLICATIONS, AND RECOMMENDATIONS 34

REFERENCES 36

APPENDIX

A. COMMUNITY COLLEGE SURVEY 41

B. DATA TABLES 1-4 55

LIST OF TABLES

Table		Page
1.	Frequency table showing formal structure	55
2.	Frequency table showing informal structure	60
3.	Frequency table showing rank of formal structure	65
4.	Frequency table showing rank of informal structure	66

LIST OF FIGURES

Figure		Page
1.	Administrative Flow Chart of Iowa Lakes Community College in 1971	2
2.	Map of the Western Half of Iowa Showing the Nine Counties in Office of Planning and Programming Area III	6
3.	Administrative Flow Chart for Iowa Lakes Community College 1977	7
4.	Updated Formal Administrative Flow Chart for Iowa Lakes Community College 1978	31
5.	Informal Communications Flow Chart for Iowa Lakes Community College Showing Trends	33

Chapter 1

INTRODUCTION

Problem

The problem was that the administrative flow chart (see Figure 1) described how policies were carried out after they were set, but it said little about the process by which policy was established. It showed the lines of authority and formalized power but it told little about the power based on popularity, expertise, or on appeals to emotion and sentiment. It did not display the informal structure whereby individuals and groups conducted themselves daily in the totality of human interaction toward the formal mission of the college.

Hypothesis

The hypothesis was that there is an informal structure functioning at Iowa Lakes Community College and that it can be identified and displayed on flow charts just as the formal structure is displayed.

Purpose of the Investigation

The purpose of this study was to construct an updated flow chart which displayed the formal administrative structure. The administrative flow chart which is illustrated in the official Board Policy Manual was drawn in 1972. Significant administrative reorganization since that time has left the formal administrative flow chart outdated.

Iowa Lakes Community College, like most other colleges, has an informal structure as well as a formal structure. Aside from the formal

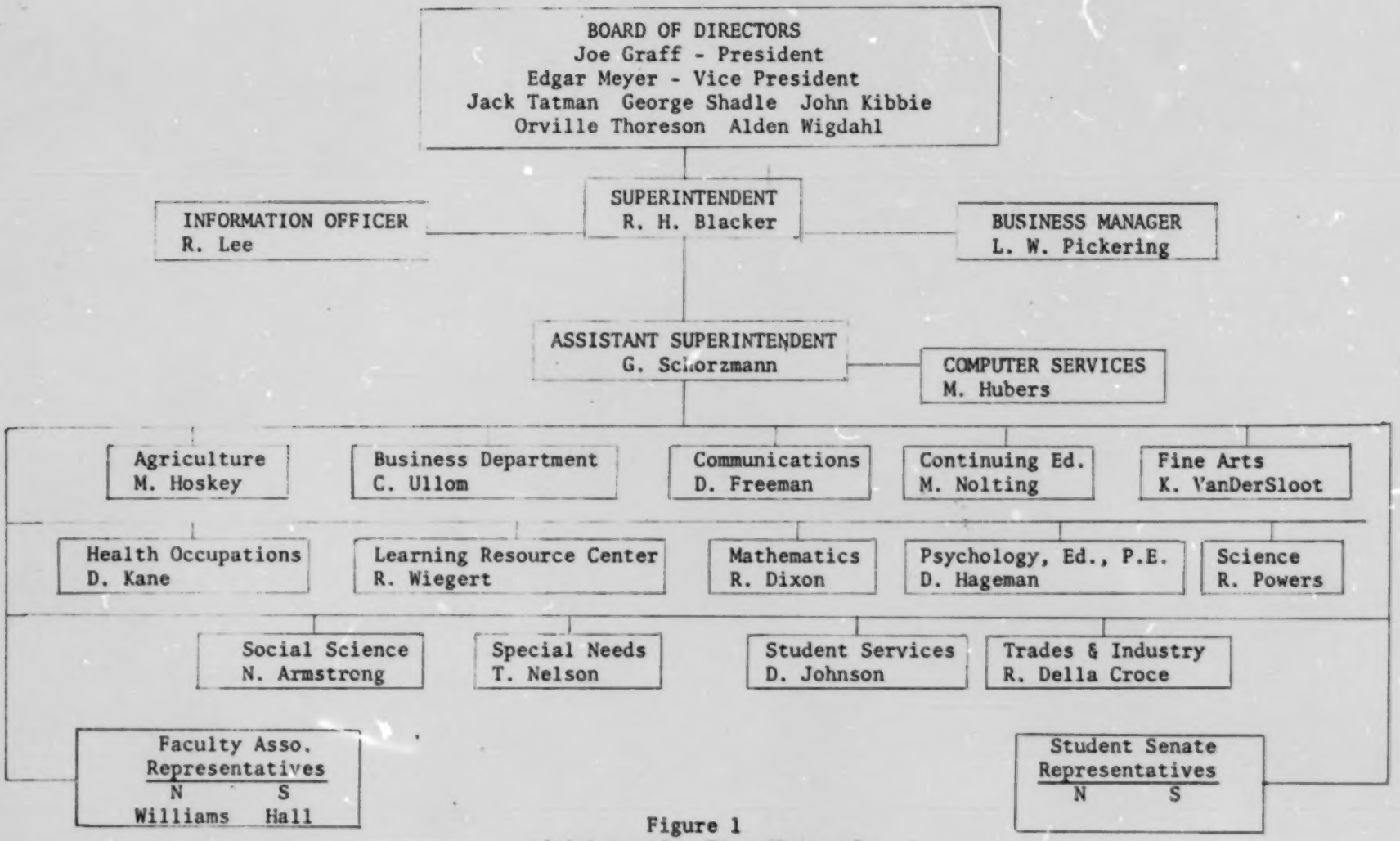

Figure 1
Administrative Flow Chart of
IOWA LAKES COMMUNITY COLLEGE in 1971

channels of authority, there is an informal structure which is used by individuals and groups as they conduct themselves daily in their human interaction in the fulfillment of the college mission. Flow charts illustrating the most effective informal channels which were most often used by the main constituencies of Iowa Lakes Community College needed to be constructed.

The final purpose of the study was to assist the central administrative staff to better understand and utilize the informal structure toward greater fulfillment of institutional goals and greater self-actualization by all subordinates.

How Investigation was Carried Out

This study was descriptive in nature and described the philosophy of governance as well as formal and informal administrative structures at Iowa Lakes Community College.

A survey questionnaire was designed to give the main constituents of the college an opportunity to identify and reaffirm the formal administrative structure and to identify the informal structure.

The population was stratified into the following groups; Board of Directors, central administrators, department chairpersons, student service staff, student senators, and faculty.

The data was treated by using a sociometric measurement of frequency ranking by population strata as well as total population.

The data was presented in table form. (See Appendix B.)

A thorough study was done of the literature covering governance philosophies, administrative styles, and trends in college governance.

Chapter 2

BACKGROUND AND SIGNIFICANCE OF THE STUDY

Characteristics of Iowa Lakes Community College

Iowa Lakes Community College is a public two-year comprehensive community college serving five counties, called Merged Area III, which are located in Northwest Iowa (See Figure 2). It is one of the State system of community colleges which was developed as a result of legislation passed by the Iowa Legislature in 1965.

The purpose and goals of the institution are:

1. to provide vocational and technical educational opportunities to the people of the area. This includes post-secondary educational programs as well as secondary vocational programs and programs for the handicapped and disadvantaged.

2. to provide liberal arts transfer courses and to insure that those courses are transferable to any four-year college or university. This categorically includes all of the pre-professional transfer programs, as well as career option programs.

3. to provide a broad range of community service programs including inservice training and retraining for workers, guidance, counseling and personal service to those people participating in the activities of the institution, a high school completion program for those adults who have not completed high school, and course opportunities which allow participants avenues of exploration that lead to greater fulfillment and better use of leisure time.

There are four internal constituencies represented at Iowa Lakes Community College. They include the Board of Directors who are elected to represent the general citizenry, the administration, the faculty, and the student body. The power base from which each of the first three operates is considerable. The Board of Directors has legislation and

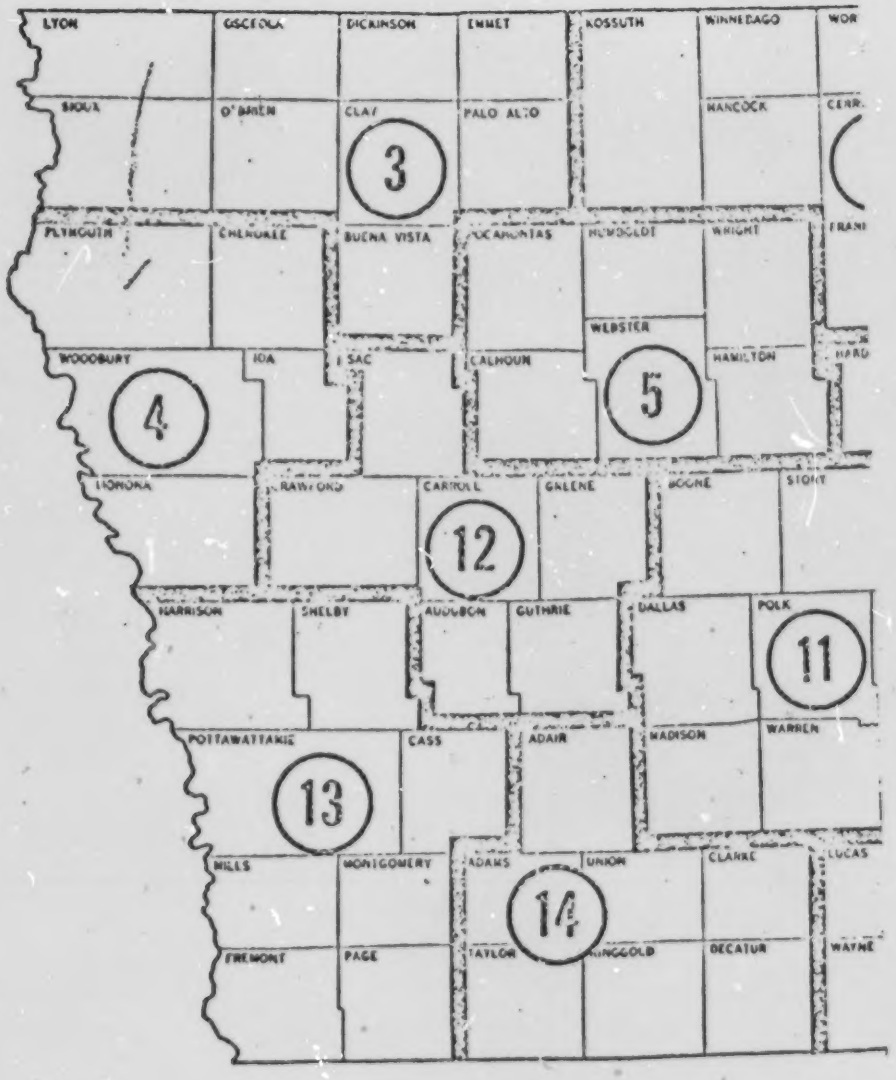

Figure 2

Map of the Western Half of Iowa showing the nine counties in Office of Planning and Programming Area III.

developed guidelines from which to operate as well as the support of the whole community. The administration has the responsibility to guide and control the institution under the guidelines and legislation developed by the Board of Directors and the legislators. The faculty have their own power structure in the form of the collective bargaining unit called the Iowa Lakes Community College Education Association. However, the student body, being the largest group and the group that is to be served by the institution, has the weakest organization.

In 1971, a shared authority model of governance was implemented at Iowa Lakes Community College. The Board of Directors allowed the three internal constituencies of students, faculty, and administrators to participate in the decision making process to bring about change.

The administrative structure included a chief administrative officer, an assistant superintendent in charge of instruction and student services, department heads in charge of the academic departments and student services, and a senate form of student government. (See Figure 1.)

The college grew rapidly in enrollment and financial resources. The administrative structure was changed by removing student services from the supervision of the assistant superintendent of instruction and placing them under the supervision of a new assistant superintendent of student services. (See Figure 3.)

The advent of collective bargaining at Iowa Lakes Community College in 1975 appears to be converting the shared governance decision making climate from a nonconflict setting to a conflict setting. In the nonconflict setting, the job of the administration was to coordinate groups and involve the constituencies on decision making committees

PAGE(S) 7 WAS [redacted] (REMOVED) FROM

THIS DOCUMENT PRIOR TO ITS BEING SUBMITTED TO

THE ERIC DOCUMENT REPRODUCTION SERVICE.

working on issues related to the mission and goals of the institution. Consensus decisions were common. However, the institutional climate has become more political and conflict oriented. The administrator's job is changing to managing conflict between two or more power groups to insure that the decision made by the group with the most influence on a particular issue is supportive of the institutional mission and goals.

Significance of the Study to Iowa Lakes Community College

The significance of this study to Iowa Lakes Community College was to maximize both the formal and informal dimensions for constructive and rewarding achievement by all constituencies toward the mission of the institution.

The data returned by the participant surveys made it possible to:

1. determine if each constituency understood the formal administrative structure at Iowa Lakes Community College well enough to select the proper source for needed assistance in a variety of issues related to the college functions of business, administrative, executive, instructional, student personnel, and professional staff.
2. identify other helpful sources which each constituency utilized in the same variety of issues related to the college functions.
3. make recommendations to change the administrative structure at points where weaknesses were obvious.
4. make the formal and informal structures more compatible in the decision making process within the scope of the mission of Iowa Lakes Community College.

Relation of Practicum to Governance Module

The shared authority philosophy of governance at Iowa Lakes Community College has functioned well since 1971 and has contributed to the rapid growth in enrollment and program development.

However, internal and external influences caused changes to occur in the channels of communication over a period of time. It seemed

appropriate to gather some data to determine how well the various constituencies understood the administrative structure and how well it was adhered to.

This study was appropriate and related to the College Governance Module because it was concerned with how well the formal administrative structure was understood.

The study proved that there is an informal structure used for communication and assistance, and it identified that informal administrative structure.

The review of literature section described all three models of governance, gave examples of shared authority models in use in specific community colleges, and discussed the advantages and disadvantages of each model of governance.

REVIEW OF LITERATURE

Richardson and Bender (1974) discussed the need for both an administrative structure and a governance structure. They defined governance structure as the means set up to identify or change values held by different constituencies and to develop policies which are regarded as reasonably acceptable to those who will be affected by them. They defined administrative organization as the strategy chosen by the controlling body for employing its resources to accomplish its mission.

They stated that when a community college is small there is little need for a separate structure of governance since frequent contacts among staff members produces a process of informal consultation which serves the same purpose. However, as an institution grows those informal processes of communication begin to result in disproportionate influence of a relatively limited few and the alienation and frustration of many staff members.

They identified three views of governance organizations which include bureaucratic, collegial, and political.

Richardson, Blocker, and Bender (1972) pointed out that the early community colleges developed with autocratic leaders making all the major decisions in a context of rigid bureaucracy and secrecy. They emphasized that the community college must not maintain a top-down bureaucracy, and that all people within it have to be recognized as having needs and desires that the institution must satisfy.

They stated that there are three major internal constituencies

requiring two separate procedures for interaction, including students, faculty and administrators.

They stated that the participative or collegial model of governance is the most responsive to the internal and external influences of a community college. Within the shared authority model relationships are collegial in order to preserve a high level of lateral as well as upward and downward communication. Status differentials are subdued. Informality characterizes the interaction process with less use of titles. Authority still resides in the Board of Trustees but instead of delegation through the formal chain of command the Board shares its authority with faculty and students as well as with administration. The strength of the shared authority model rests with the values they promote, their flexibility in dealing with the need for change, and their ability to motivate members to function at higher levels of commitment. The weaknesses include the tendency for organizations to develop behaviors designed to satisfy staff as opposed to behaviors associated with goal achievement where the two are in conflict. In addition, the shared authority models are not effective in dealing with serious conflict because they do not incorporate an effective procedure for enforcing sanctions and because they assume that the participants will behave in rational ways when confronted with obstacles to the achievement of strongly held goals.

Administrative leadership in the mature institution must center upon conflict resolution to a considerable degree. Interdependency is a viable alternative to authority for the control of institutional relationships in the decision making process. Interdependency was defined as the simultaneous existance of power relationships flowing in both

directions between two or more individuals or groups of individuals with related interests.

Within the collegial philosophy of governance, the administrative structure is usually that of separate jurisdictions or of a central forum. Accountability for productivity is necessary but the separate jurisdictions model tends to create possessiveness on the part of the individual administrators. A partial solution is to limit exclusive spans of control by individual administrators through the concept of multiple channels for reporting and problem solving by subordinates. When the individual is asked to report to more than one colleague, it is advisable that position relationships be as carefully clarified as possible, that a procedure to resolve jurisdictional disputes be established, and that one office be designated to take the initiative in personnel matters.

Baldridge (1971) stated that on the modern campus, the decision making activities must be seen as a political process and not as a simple bureaucratic mechanism.

He stated that certain dynamics are involved in setting long-range goals and arranging basic decision structures. The conflict process that develops when interest groups try to influence policy decisions is very common and must be effectively managed to bring the desired change. Desired change within an institution as that change which furthers the institution towards the mission and goals which have been predetermined.

The strength of the political system is that it focuses on the change process and not only on the authority process of carrying out policies once they have been formed. Most bureaucratic philosophies of governance fall short of explaining policy formulation systems. They

tell much about authority through legitimate formalized power structure but not much at all about other types of power, such as power-based on non-legitimate threats, power-based on the force of mass movements, power-based on expertise, and power-based on appeals to emotion and sentiment.

In conflict theory, conflict theorists emphasize the fragmentation of social systems into interest groups, each with its own particular goals. Second, conflict theorists study the interaction of these different interest groups and especially the conflict processes by which one group tries to gain advantages over another. Third, interest groups cluster around divergent values, and the study of the conflicting interests is a key part of the analysis. Fourth, the study of change is a central feature of the conflict approach, for change is to be expected if the social system is fragmented by divergent values in conflicting interest groups.

Conflict theory is based on change rather than stability, on divergent values rather than common values, on dynamics of conflict rather than emphasis on consensus, on the roll of interest groups as they disturb the system as opposed to focusing on the integration of the whole system. Interest group theory, conflict theory, and community power theory linked together form the theoretical background for political interpretation of college governance.

The broad outline of the political system looks like this: a complex social structure generates multiple pressures, many forms of power and pressure impinge on the decision makers, a legislative stage translates these pressures into policy, and a policy execution phase finally generates feedback in the form of new conflicts.

Stroup (1966) analyzed higher education as a bureaucracy. He described bureaucracy as societies most important form because much of individual and group life currently tends to take place within one or another of the bureaucracies. College, from the standpoint of social analysis, is simply one bureaucracy among many others, including business, the military, labor unions, churches and the government.

Bureaucracy in itself is not good or bad and is characterized by bigness. Bureaucracy, like any other size or form of organization, offers opportunities for individuals to live whatever life style is wanted including a range from failure to altra-success. The worker in a bureaucracy is a participant in a career.

He looked specifically at higher education as a bureaucracy by examining the office which the college worker holds with its several characteristics of a bureaucratic nature and the educator as a social type. Office was defined as the status of the person, the place where he works, and the organized work process of the group. People who work for a college are generally holders of an office with one or all of the above meanings intended. They are not individual entrepreneurs. The college office holder does not set his own conditions for employment. These have been established by the college prior to his employment.

The following ten qualifications are required to hold an office:

1. competency
2. appointed
3. normally receives a fixed salary
4. characterized by rank
5. regards his work as a career
6. by and large, work in and for itself is a major commitment of the college office holder

7. characterized by a style of life that is developed in various ways such as being recognized as a professor who supposedly influences the lives of others and recognized for presentations which are made in the community

8. recognized for the way he utilizes the amount of leisure time he has

9. separation of personal and organizational property

He quoted Max Weber in analyzing the hierarchies of bureaucracies by noting three basic forms, the monocratic, the colleagial, and the patrimonial. The monocratic system denotes organization in a clearly defined hierarchy of office with the chief and sole authority being related to the top leader. The collegial system refers to the management of an organization by groups rather than individuals. The patrimonial system involves unfree individuals like slaves or dependents.

Bureaucracy sometimes becomes disabled. The two major causes of bureaucratic disability are over-organization and under-organization.

Higher education as a bureaucracy exists in a larger social context. This context may be termed "community." By community is meant the local, state, regional, national, and even international spheres of social participation in which the college is to a greater or lesser extent an active force.

The bureaucratic organization of life as in the college does not nullify political rights and responsibilities. It may, in fact, be a strong support for democracy because of its stabilizing and regularizing influence on the social body. Some say that the dominant characteristic of bureaucracy is organizational expansion. Claim is made that the bureaucrat is never so happy as when his organization is multiplying personnel and functions. The old autocratic theory that authority must come from the top down is causing a great deal of confusion today with

respect to student and faculty involvement in institutional decision making.

He stated that this is an admirable organization for achieving coordination. Unfortunately, it is the worst possible type of organization for solving problems.

Richardson (1974) discussed and compared the three models of governance, including bureaucratic, collegial, and political. However, since the three forms of governance are discussed in other readings which I have reviewed, I want to cover some other points which he discussed.

He said that theories involving organizational behavior follow a cyclical pattern. A crisis develops producing behavior inconsistent with current theory. The weaknesses of existing theories are identified and new models advanced. Heightened interest in problem solving provides motivation for learning about and testing these models. In the testing process, the strengths and weaknesses of new models emerge. At the same time, the crisis which gave rise to stress and the need for change is moderated. Models which seem to function most effectively are identified and come to be accepted as the prevailing theory. For a period of time, new conditions arise that cannot be accommodated by the existing theory. Because of low practitioner interest and theory during this stage of the cycle, the prevailing practices are continued to the point where they become disfunctional and their continuation threatens the total environment of the college. The continuation of obsolete practice brings about the crisis which sets the stage for a new cycle.

There is a relationship between theory and environment. Theory contributes the framework through which we interpret all phenomena which appear related. It affects the expectations of individuals and their

behavior in relation to the institution and involves the assignment of roles to internal constituencies. It governs our attempt to interpret higher education in general to such important external constituents as legislators and executive agencies.

Richardson (1971) discussed the role of the administration and the Board of Trustees. Under a shared authority philosophy of governance, he stated that administration will be concerned with the development and periodic review of institutional objectives. Operating within a framework of policies established cooperatively by the administration, faculty, and the students, the administration will be responsible for serving as a coordinating and implementing body for maintaining the ongoing functions of the college that are not the specific responsibility of either faculty or students. Administration should serve as a monitoring agency to insure that there is the proper degree of coordination between the various groups that represent the internal constituencies of the college.

The administration will also need to be in a position to determine when an issue that has been thoroughly explored by the various groups within the institution cannot be resolved internally. Governance will not, however, be by majority vote. Administrators are selected to make decisions and to insure efficient functioning of the institution. Perhaps more significant is the fact that the decision of the chief administrator will no longer be final. All administrative decisions will be subject to review and to appeal when such decisions are found to be inappropriate by those affected.

The role of the trustees also changes. There is little doubt that the entire institution legally comes under the trustees domain. At the same time, no governing body has competency to oversee all the

complexities of our modern institutions of higher learning. The appropriate role of the trustees can best be defined in terms of a number of various specific responsibilities.

First, trustees must recognize that they are not a part of the day-to-day activities of the college community, and consequently, should interfere as little as possible in terms of the procedures through which these activities are carried out.

Second, trustees need to refrain from injecting the organizational biases they have picked up through their own occupational activities.

Third, the trustees have the right and responsibility to evaluate the extent to which the institution is achieving the objectives for which it was established.

Fourth, the trustees must come to understand that the legal authority which has been delegated to them must be shared with students, faculty and administration rather than being delegated exclusively to the administration.

Fifth, the Board must be prepared to serve as an appeals body when issues cannot be resolved within the institutional framework.

Nelson (1973) stated that at the Moraine Valley Community College in Illinois, the administration and the governance board believe that the success of Moraine Valley Community College depends upon people and their expertise, enthusiasm, and ability to work cooperatively.

She explained that the presidents cabinet consisted of two secretaries, a custodian, an instructor, a counselor, two students, two vice-presidents, two deans and the college president. Their philosophy is that the employees of the college are a "group" of people, instead of "groups" of people.

The single-group concept, called the Moraine Mix, is based on the following ideas:

1. All institutional personnel are equally interested in the attainment of institutional goals.
2. The success of the institution will be determined by the performance level of each employee.
3. Titles are used to differentiate and identify job assignments but are not meant to indicate prestige levels.
4. Organizational structure, job assignments, and physical barriers are not excuses for lack of communication between or among any personnel or any organizational area of the college.
5. Each employee is recognized for his expertise in his performance area and is encouraged to share his knowledge and skills with those in all divisions of the college.
6. No person can fulfill all the requirements of his job; he can assume the dimensions of his job only with the help of others.
7. Divisional aims are subordinate to institutional goals.
8. The college is designed and managed to facilitate free communication and group decisions.
9. Instructional effectiveness is enhanced by interaction between and among all staff members and students, and the college promotes this interaction.
10. Although the college staff provides instruction, leadership and performs other services without which instruction could not exist, it is recognized that the college will benefit by contributions made by students and that students must have rights of communication equal to those available to the college staff.

The Moraine Mix recognizes that the tasks of the college are beyond the ability of any individual or small group.

Kudile and Multer (1973) discussed the shared governance system which was developed at Brookdale Community College, New Jersey, by President Irvin L. Harlacher. Harlacher believed that one ought to have some say in the important decisions which affect him.

They developed a college assembly which consisted of thirty-eight members, composed of the president of the college, twelve students,

twelve faculty, six from the non-academic staff, six administrators, and a representative of the alumni association.

All assembly meetings were open, and all new programs and courses had to pass the assembly. Most of the groups represented on the assembly found that the shared governance philosophy required a lot of work on the part of all members, but that most members were willing to do the work if they were involved in the decision making process.

Jones (1973) stated that in an attempt to secure greater faculty participation, many institutions of higher learning turned to the use of committees. More faculty participation may stem from pressure by accrediting agencies, pressure from the rank and file, the turmoil that besets some educational organizations, or the precedent for participation established in some of the founded universities.

Regardless of the motivation behind greater faculty participation, unless a carefully thoughtout and judicious use is made of committees to attain such participation, the actual goal of participation may not be realized.

Advantages of the use of committees for shared participation in governance included the following:

1. group judgment may be superior to that of an individual
2. improved coordination which may result from the pooled knowledge and the experience of committee members
3. improved coordination, which may result from receiving, interpreting, and channeling information as well as from the committee action itself
4. committees may serve as a check on authority

Disadvantages which he listed included the following:

1. committee decisions are likely to be more costly and time consuming than decisions made by an individual administrator

2. committee decisions are often compromised decisions, sometimes at the lowest common denominator

3. it is difficult to hold a committee accountable or responsible

Effective faculty participation does not automatically stem from faculty committees. Improperly employed faculty committees can create as many problems as they solve and still not provide effective participation.

The use of committees in the shared governance model tends to fracture lines of authority and communication. The administrator, who is responsible to his superior, can become frustrated because his actions are at least partly governed by the committee decisions for which he seems to have total accountability. The frustration of the administrator usually is not any greater than the frustration of the faculty because decisions arrived at by committee still do not represent a totally unified position by all faculty members.

Morse and Lorsch (1970) stated that an effective organization must be designed to fit its task and its people and not to satisfy some universal theory. He states that it is incorrect to assume that theory "Y" is the only correct approach. He goes beyond theory "Y" to propose that the most productive organization is one that fits the needs of its task and people in any particular situation. In some cases, this may well mean a more directive approach. Enterprises with highly predictable tasks perform better with organizations characterized by the highly formalized procedures and management hierarchies of the classical approach. With highly uncertain tasks that require more extensive problem solving, organizations that are less formalized and which emphasize self-control and member participation in decision making are more effective.

They call their theory the "contingency" theory.

This article deals with what is the best way to carry out the goals after all the decisions have been made. This is a typical example of an industrial setting where the owner or managers are hired to see that production is up to capacity to make a profit. Certainly, the labor-management relationship is much more common and successful in such a setting.

However, in a community college situation where productivity is much less definable and where employees are much more educated and interested in determining their own destinies and their locus of control, the participative structure tends to be much more of a motivator.

Herzberg (1968) stated that you don't motivate employees by only improving working conditions, raising salaries, or shuffling tasks. He stated that man has two different sets of needs. The animal needs are the built-in drive to avoid discomfort from the environment plus all the learned drives which become conditioned to the basic biological needs. The other set of needs relates to that unique human characteristic, the ability to achieve, and through achievement to experience psychological growth.

The growth or motivator factors that are intrinsic to the job are: achievement, recognition for job achievement, the work itself, responsibility, and growth or advancement. The dissatisfaction or avoidance factors that are extrinsic to the job include: company policy, administration, supervision, interpersonal relationships, working conditions, salary, status, and security.

The author discovered that the results of his survey indicate that the motivators were the primary cause of satisfaction, and the hygiene factors are the primary cause of unhappiness on the job among employees.

Richardson (1970) stated that administrators are now compelled to face the question of student and faculty involvement in the governance process. In addition to the major challenges for administrators created by the joint issues of student involvement and faculty involvement, the last three years have witnessed a tremendous growth in size of institutions as well as the tendency for many community colleges to become multi-campus institutions. Involvement by faculty and students is looked upon favorably by them, while administrators by and large regard it as calamitous.

It is generally believed that good administrators can make any organization work, while poor administrators are incapable of effectively implementing any form of administrative organization. Good administrative organization should enhance the efforts of effective individuals, protect the members of the academic community from the arbitrary and inappropriate decisions of a few, reduce the likelihood of the development of problems of such a nature as to impair the effectiveness of the institutional purpose.

He stated that the administrative organization must carry out two vital functions. First, it must achieve coordination, and second, it must solve problems. He stated that the process by which both of these functions are achieved is communication.

Starr (1973) stated that the most valuable part of a students college education is not necessarily what takes place in the classroom, but rather in the campus life around him.

Junior College is a rich cross section of the people that make up society. With this in mind, it should capitalize on its opportunity to extend this special educational offering to its students. Involvement

outside of the classroom enables the student to develop the ability to understand and deal with others, a skill that cannot be learned from textbooks.

Involvements in the governance process gives a student the satisfaction of knowing that he is working toward solving problems and initiating constructive change rather than merely registering complaints.

Student involvement is dramaticly important to the community college itself in the following ways:

1. Students play a great part in setting the overall tone for the school and that tone reflects the morale of the campus.
2. The community colleges that can boost the number of students who actively participate in campus and community affairs usually have higher enrollment figures.
3. The community looks to the college for its future leaders and by encouraging student "activism," the school fulfills its duty to provide these young leaders.

Angell (1971) indicated that formal bargaining was here to stay and that community colleges would be wise to prepare for new laws well in advance. New York state passed its public employees fair employment law in 1967, which later became known as "The Taylor Law."

He stated that governance of public colleges, where faculty bargaining has recently been instituted, is in a state of revolution and democratization. One grave concern, which he voiced, was that collective bargaining has created a severe loss of professionalism. Deans felt a keen loss of identity, authority, and purpose.

The author indicated that deans were deeply concerned about the apparent loss of professionalism by faculty and the result in loss of service to students.

Presidents, in general, were concerned about their changing relationships with faculty, trustees, and government.

Generally, the author found that the first few years of bargaining caused a severe disruption of human relationships throughout the campuses affected. By and large, faculty, administrators, trustees, and government officials were naive when they first entered the bargaining arena.

Chapter 3

PROCEDURES

Population Identified

Iowa Lakes Community College has four internal constituencies consisting of the Board of Directors, administration, faculty, and student body.

The population was stratified and the following samples were surveyed.

1. all seven Board of Directors
2. all four central administrators
3. all eleven department chairpersons
4. all thirteen student services staff
5. thirty of the ninety-eight full-time staff were chosen by numbering the list from one to ninety-eight and choosing the sample using a table of random numbers
6. all forty student senators

Research Method and Design

This study was descriptive in nature. The procedures outlined below were followed to collect and treat the data.

1. A survey questionnaire was designed which gave participants an opportunity to identify and reaffirm the formal administrative structure and to identify the informal structure which they employed in their daily working relationships. (See Appendix A.)
2. Members of two of the groups surveyed were consulted during the formation of the questionnaire for their input and advice on how to state the questions to get valid answers regarding the main issues. The NOVA coordinator and reader were also consulted.

3. The population was stratified and the following samples were surveyed.
   a. all seven Board of Directors
   b. all four central administrators
   c. all eleven department chairpersons
   d. all thirteen student services staff
   e. thirty of the ninety-eight full-time staff were chosen by numbering the list from one to ninety-eight and choosing the sample using a table of random numbers
   f. all forty student senators

4. The questionnaires were color-coded for each group for easy identification of groups.

5. Each group of questionnaires were numbered according to a master list for follow-up.

6. Upon receiving all completed questionnaires the data from each individual was made anonymous.

7. The questionnaires were administered as follows:
   a. all members of the Board of Directors received a copy by mail and each was asked to return it to me by mail.
   b. all administrators were personally contacted and asked to complete the questionnaire and return it to me by school mail.
   c. the department chairpersons were asked to complete the questionnaire at their regular bimonthly meeting.
   d. the student services staff completed the questionnaires under the supervision of Dr. Voda, Assistant Superintendent of Student Services, at their regular bimonthly meeting.
   e. the faculty were mailed a questionnaire with a letter asking them to complete the questionnaire and to return it to me by school mail.
   f. all student senators were asked to complete the questionnaire. Dr. Voda asked the student senate sponsor to assist by having them completed at a regular senate meeting.

8. A sociometric measurement of frequency ranking by population strata was used to determine use of the formal administrative structure and trends within the informal structure.

9. The data were presented in table form for each strata.

10. A thorough study of current literature covering governance philosophies, administrative styles, and trends in college governance was done.

There was one variation in procedure from the projection in the practicum proposal. The questionnaire was mailed to each of the Board of Directors instead of being passed out at the regular board meeting.

The reason for the change was that the questionnaire wasn't ready for distribution at the time of the board meeting.

Hypothesis

The hypothesis was that there is an informal structure functioning at Iowa Lakes Community College and that it could be identified and displayed on flow charts just as the formal structure has been displayed.

Assumptions

The sample taken from the student body consisted of the student senators. I assumed that their responses to the questionnaire was representative of the student body because they were elected by the student body to serve.

Limitations

Predominantly, only degree oriented students were represented in the survey results. Non credit adult students, senior citizens, and CETA clients were not surveyed.

Definitions

1. Administrative services function
   a. Management information service
   b. Institutional research
   c. Development services
   d. Public relations and alumni affairs
   e. Publications
   (Level 2) 6 nonprofessional personnel

2. Business services function
   a. Accounting and payroll
   b. Physical plant
   c. Purchasing
   (Level 2)

3. Executive function
   a. Institutional goals
   b. Institutional environment
   c. Staff development
   d. Procurement of financial resources
   e. Allocation of financial resources
   (Level 1)

4. Instructional services function
   a. College parallel programs
   b. Career programs
   c. Basic education programs
   d. Continuing education programs
   e. Learning resources
   f. Professional personnel
   (Level 2)

5. Student personnel services function
   a. Admissions
   b. Record keeping
   c. Counseling
   d. Financial aids
   e. Food service
   f. Bookstore
   g. Student activities and student union
   h. Athletics
   (Level 2)

6. Professional staff function
   a. Non educational matters pertaining to salaries, benefits, and other faculty welfare items.

Chapter 4

RESULTS

Questionnaire

The first result of this study was the questionnaire (see Appendix A) which was developed to gather the data.

Updated Formal Administrative Flow Chart

The second result of this study was an updated formal administrative flow chart. (See Figure 4.)

The following changes appear in the updated flow chart in Figure 4 compared to Figure 3 and are based on the data contained in Table 1 in Appendix B. Programs and activities for each function have been left off for clarity but do not affect the structure.

1. Since the union bargaining unit was formal, the faculty bargain directly with the Board of Directors through the Board's appointed representative. This relationship should be shown with a solid line rather than a broken line.

2. The Information Officer has been replaced with the position of Administrative Assistant.

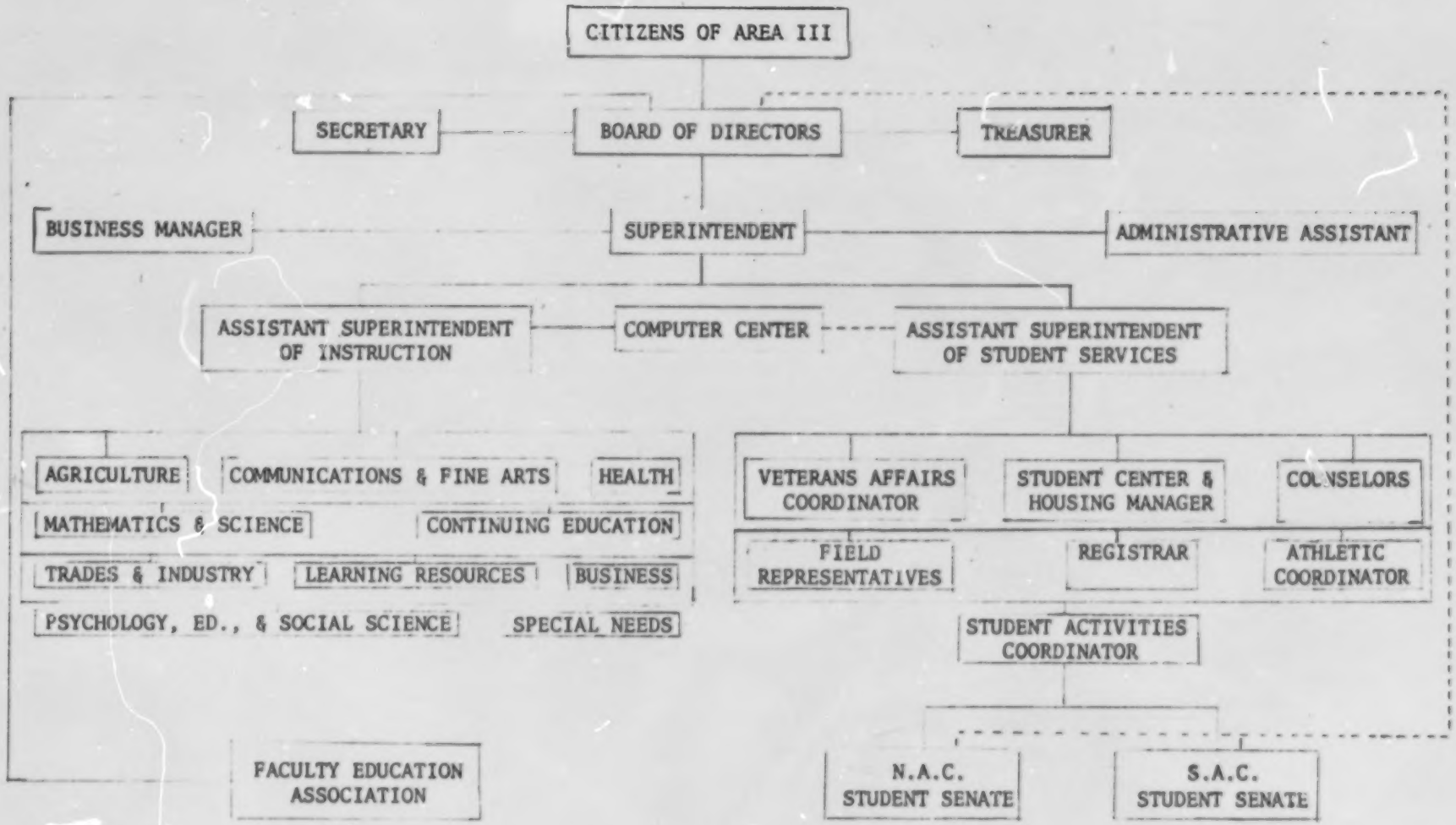

Figure 4
Updated Formal Adminstrative Flow Chart for
IOWA LAKES COMMUNITY COLLEGE
1978

Flow Chart Showing Informal Structure Also in Existance at Iowa Lakes Community College

The third result of this study was a flow chart (see Figure 4) which illustrates an informal structure of communication used by the various constituents in carrying out their job descriptions.

The arrows on the flow chart showing the informal structure are based on the data contained in Table 2 and 4 in Appendix B.

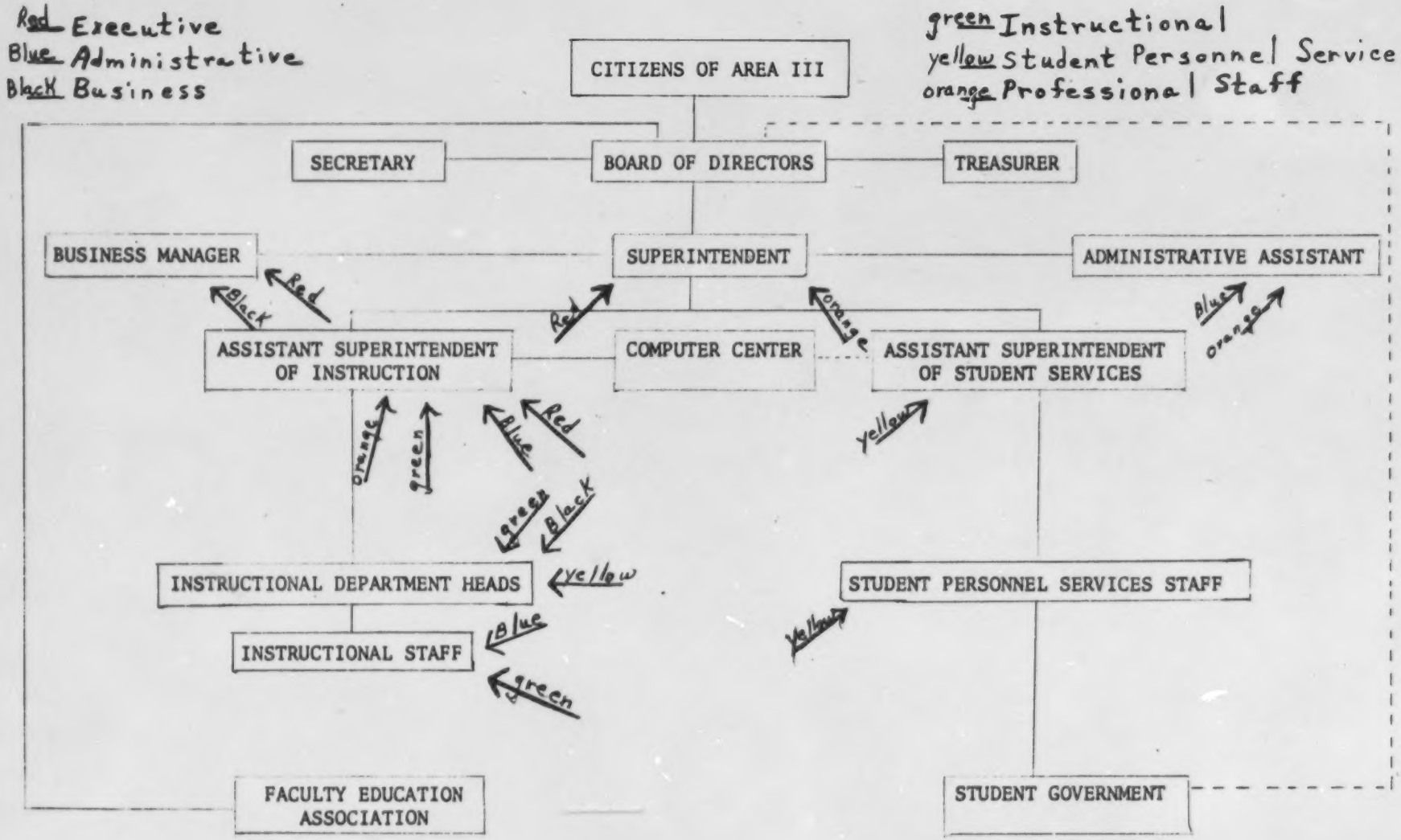

Figure 5
Informal Communications Flow Chart Showing Trends for
IOWA LAKES COMMUNITY COLLEGE
1978

Chapter 5

CONCLUSIONS, IMPLICATIONS, AND RECOMMENDATIONS

The following conclusions and implications were made from the data presented on Figures 4 and 5, and from the data provided in Tables 1 through 4 furnished in Appendix B. The responses of the constituent groups indicated the following with regard to the formal administrative structure at Iowa Lakes Community College.

1. The majority within each constituent group indicated that they were quite aware with whom they should communicate according to the formal lines of authority.

2. Each constituent group relies heavily on their immediate supervisor for advice and information.

3. However, while the majority of the responses of each constituent group named the proper office as the one responsible for a particular duty, there was a significant minority who identified another office.

4. The majority of each constituent group exhibited that they could identify the function to which each item on the situation list was related.

5. The Board of Directors rely almost entirely upon internal personnel on all matters and don't appear to look toward themselves for much responsibility regarding the mission and goals of the institution.

The implications of the conclusions drawn from the data were that generally the formal administrative structure is functioning quite well toward carrying out the mission and goals of the college and can be counted on to remain effective for at least the immediate future.

Another implication was that a significant minority are not strictly following the formal administrative channels in seeking advice and

assistance. These employees are either not finding their formal channels responsive enough to their needs or they are not aware of the proper channel to follow. This could be a source of frustration and friction between supervisors and subordinates.

Another implication was that the internal constituents are receiving very little input from the Board of Directors when planning short-range and long-range goals and objectives for the further development of the college. It would seem that the internal groups will be forced to continue to utilize other channels of communication with the community such as advisory committees as a basis for their recommendations for the Board of Directors to adopt.

The first recommendation with regard to the formal administrative structure is that it be continued for the immediate future because it is functioning, and appears that it will continue to function and move the college closer to the fulfillment of its mission and goals.

The second recommendation is that attention should be given to those who are not following the formal administrative channels through a staff development program to make them more knowledgeable about the administrative structure.

A third recommendation would be to continue to evaluate the effectiveness of supervisors in being responsive to the needs of subordinate individuals and groups.

The following conclusions were made with regard to the informal communication structure at Iowa Lakes Community College. The first conclusion was that the hypothesis can be accepted. There certainly is an informal communication structure which can be identified and displayed on a flow chart just as the formal structure is displayed.

Several conclusions taken from Figure 5, which displays the informal communication flow chart, indicated trends with regard to whom the various constituents find helpful concerning questions centered around the six functions including executive, administrative, business, instructional, student personnel services, and professional staff. Members of the constituent groups tend to:

1. rely upon the superintendent, assistant superintendent for instruction, and the business manager for executive items.
2. rely upon the administrative assistant, assistant superintendent for instruction, and the instructional staff for administrative items.
3. rely upon the business manager and the department heads for business items.
4. rely upon the assistant superintendent for instruction, the instructional department heads and the instructional staff for instructional items.
5. rely upon the assistant superintendent for student services, the student personnel services staff and the department heads for student personnel items.
6. rely upon the superintendent, the administrative assistant, and the assistant superintendent for instruction for professional staff items.

The implication of the conclusions drawn regarding the informal communication structure was that there are often several individuals who are generally respected for their expertise within anyone of the several functional areas. To deny this would be both foolish and dangerous. It proves that during the day-to-day operations, employees can find several sources of help and assistance.

A recommendation regarding the informal communication structure would be to recognize that it exists but not necessarily to encourage an overuse of it. An overuse of the informal communication structure could undermine the formal administrative structure.

A second recommendation with regard to the informal communication structure would be to remain knowledgeable about who is respected within each function. This could become a valuable bit of information when looking around to delegate responsibilities concerning items within each of these six major functions.

A third recommendation was to continue to have the formal administrative structure and the informal communication structures to be as compatible with one another as possible as they appear to be at the present time.

REFERENCES

Angell, George W., Collective Negotiations in Upstate New York, The Junior College Journal, October, 1971, Pages 9-11.

Baldridge, J. Victor, Power and Conflict in the University, John Wiley Sons, Inc., 1971.

Blake, Dr. Robert R. and Dr. Jane S. Mouton, The Managerial Grid, The Gulf Publishing Co., Houston, Texas, 1964.

Bowen, Howard R., College Helps People Discover Themselves, The Chronical of Higher Education, November 21, 1977, Page 9.

Herzberg, Frederick, One More Time: How Do You Motivate Employees? Harvard Business Review, January-February, 1968, Pages 53-57.

Jones, Hubert K. Jr., Faculty Committees: A Sober Second Look, The Community and Junior College Journal, November 1, 1973, Pages 26 & 27.

Kercher, Paul R. and Helen H. Winn, Campus Council: Group Attack On Sticky Decisions, The Community and Junior College Journal, February, 1973, Pages 34 & 35.

Kudile, Ronald and Elinor Multer, Shared Governance: Hard Work But Worth It, The Community and Junior College Journal, October 1, 1973, Pages 19 & 20.

Morse, John J. & Jay W. Lorsch, Beyond Theory Y, Harvard Business Review, May-June, 1970, Pages 61-68.

Nelson, Mary, The Moraine Mix, The Community and Junior College Journal, October, 1973, Page 23.

Richardson, Richard C. Jr., Governance Theory: A Comparison of Approaches, The Journal of Higher Education, May, 1974, Pages 344-355.

Richardson, Richard C. Jr., Needed: New Directions in Administration, The Junior College Journal, March, 1970, Pages 16-22.

Richardson, Richard C. Jr., Restructuring in Human Dimensions of Our Colleges, The Junior College Journal, February, 1971, Pages 20-24.

Richardson, Richard C. Jr. and Louis W. Bender, College Governance, NOVA University, Fort Lauderdale, Florida, 1974.

Richardson, Richard C. and Clyde E. Blocker and Louis W. Bender, Governance for the Two Year College, Prentice-Hall, Inc., Englewood Cliffs, New Jersey, 1972.

Simon, Daniel P., Faculty As Initiators of Change, The Community and Junior College Journal, October, 1973, Pages 21-24.

Starr, Jeffrey, Student Involvement: Should We Bother, The Community and Junior College Journal, February, 1973, Pages 8 & 9.

Stroup, Herbert, Bureaucracy in Higher Education, The Free Press, New York, 1966.

APPENDIX A

COMMUNITY COLLEGE SURVEY

BY FILLING OUT THIS QUESTIONNAIRE, YOU ARE PROVIDING MUCH-NEEDED ASSISTANCE IN THIS RESEARCH EFFORT. IF THIS STUDY IS TO BE HELPFUL, IT IS IMPORTANT THAT YOU ANSWER EACH QUESTION FRANKLY AND HONESTLY. THIS IS NOT A TEST AND THERE ARE NO RIGHT OR WRONG ANSWERS.

THE COMPLETED QUESTIONNAIRES WILL BE SUMMARIZED IN STATISTICAL FORM. ALL OF YOUR ANSWERS ON THIS QUESTIONNAIRE WILL BE COMPLETELY CONFIDENTIAL, AND NO ONE IN YOUR COLLEGE WILL HAVE ACCESS TO ANY INFORMATION PROVIDED BY ANY MEMBER. YOU MAY OBTAIN THE RESULTS OF THIS SURVEY BY CONTACTING GENE SCHORZMANN.

WE APPRECIATE YOUR COOPERATION AND HOPE THAT YOU FIND THE QUESTIONNAIRE INTERESTING AND THOUGHT-PROVOKING.

DIRECTIONS

PLEASE BEGIN BY FILLING OUT THIS QUESTIONNAIRE ON THE FOLLOWING PAGE. I WOULD APPRECIATE HAVING YOU RESPOND TO EACH QUESTION, EVEN IF YOUR ANSWERS ARE BASED ON INCOMPLETE INFORMATION. CHOOSE THE RESPONSE THAT MOST APPROPRIATELY REFLECTS YOUR OPINION. IF YOU FEEL THAT YOU CANNOT ANSWER A QUESTION OR A PART OF A QUESTION, PLACE A LINE THROUGH THAT ITEM AND MOVE ON. HOWEVER, PLEASE TRY TO RESPOND WHENEVER POSSIBLE.

Section I

Governance refers to the decision making processes of an institution. Below are three basic models of college governance. Please read the characteristics of each and then answer the questions below.

Comparison of Three Models of University Governance

	Political	Bureaucratic	Collegial
1. Basic image	Political system	Hierarchical bureaucracy	Professional community
2. Change processes	Primary concern	Minor concern	Minor concern
3. Conflict	Viewed as normal: key to analysis of policy influence	Viewed as abnormal: to be controlled by bureaucratic sanctions	Viewed as abnormal; eliminated in a "true community of scholars"
4. View of social structure	Pluralistic; fractured by subcultures and divergent interest groups	Unitary; integrated by the formal bureaucracy	Unitary; united by the "community of scholars"
5. Basic theoretical foundations	Conflict theory Interest group theory Open systems theory Community power theory	Weberian bureaucratic model Classical formal systems model	Human relations approach to organizations Literature on professionalism
6. View of decision making	Negotiation, bargaining and political influence processes	Rationalistic, formal bureaucratic procedures	Shared, collegial decisions
7. Goal setting and Policy: formulation or execution?	Emphasis on formulation	Emphasis on execution	Unclear: probably more emphasis on formulation

1. Which governance model most closely resembles that of Iowa Lakes Community College? Model 1 2 3
(Circle one)

2. Do you believe there has been a transition from one model to another during the past few years? Yes ____ No ____

A. If you answered yes, identify what change took place.

Changed from Model Number ____ to ____.

B. If partially changed, list which of the seven areas are changing

	from	to
1.	____	____
2.	____	____
3.	____	____
4.	____	____
5.	____	____
6.	____	____
7.	____	____

3. How many years have you been associated with Iowa Lakes Community College?

_____

Section II

Administrative organization is the strategy chosen by a controlling body for employing its resources to accomplish its mission.

Our college, like most others, has a formal administrative structure which clearly defines lines of authority and formalized channels and it also has an informal structure whereby individuals and groups conduct themselves daily in the totality of human interaction toward the mission of Iowa Lakes Community College.

By answering the following questions you will help me to evaluate the effectiveness of our present administrative structure and you will also help me to learn more about the informal structure. Both are very important to any institution.

For each item, please do two things:

1. Choosing from the list of influencers, select the influencer from the list provided which should be your first contact. Place the number of the influencer that you choose in the left-hand box.

2. Aside from the formal administration structure, identify one other influencer which you have found helpful in each situation. (If there wasn't a second, leave the right-hand box blank.)

Within the formal administrative structure whom should you contact and then whom have you also found to be helpful if you-- (in each situation listed below)

☐ should be 1st contact	☐ Found helpful	Situation List
☐	☐	1. wanted clarification of the mission of Iowa Lakes Community College?
☐	☐	2. had a suggestion on how to improve employee morale?
☐	☐	3. wanted input on a decision concerning internal allocation of funds in relationship to the college goal?
☐	☐	4. wanted to know how Iowa Lakes Community College is funded?
☐	☐	5. thought a payroll check was incorrect in any way?
☐	☐	6. needed to purchase some educational materials and didn't know the purchasing procedure?
☐	☐	7. needed a piece of classroom equipment?
☐	☐	8. wanted to know if Iowa Lakes Community College is receiving its fair share of state and federal funds in comparison to other Iowa community colleges?
☐	☐	9. thought unauthorized expenditures were being charged to your budget?
☐	☐	10. had a suggestion of how to improve the public relations of Iowa Lakes Community College?

Influencer List

1-Board
2-Superintendent
3-Business Manager
4-Administrative Assistant
5-Assistant Superintendent/ Instruction
6-Assistant Superintendent/ Student Services
7-A Department Head
8-An Instructor
9-A Student Services Staff Member
10-Education Association
11-Secretarial Staff
12-Custodial Staff
13-Student Senate
14-Student Body
15-A committee
16-Individual in community
17-Selected few comprising power structure
18-Advisory committees
19-Club or organization
20-K-12 school districts
21-Industrial base
22-Department of Public Instruction
23-State Superintendent of Public Instruction
24-State Board
25-Legislature
26-Governor
27-Public universities
28-Private colleges
29-Area aging agencies
30-Professional organizations
31-Accrediting agencies
32-A senator
33-A congressman
34-Legislature as a whole
35-The President
36-Department of HEW
37-Department of Labor
38-State of economy
39-Foundations
40-Professional organizations (American Vocational Association, American Association Community Junior Colleges, National Education Association)

Within the formal administrative structure whom should you contact and then whom have you also found to be helpful if you-- (in each situation listed below)

☐ should be 1st contact	☐ Found helpful	Situation List
☐	☐	11. had a new program idea which you thought would be a favorable addition to Iowa Lakes Community College?
☐	☐	12. had identified a program or a course which you felt was no longer relevant and should be dropped?
☐	☐	13. wanted to encourage a particular instructional methodology to be used in a certain program?
☐	☐	14. wanted input into the long-range goals of the college?
☐	☐	15. wanted a list of services available to students at Iowa Lakes Community College?
☐	☐	16. wanted to know who is responsible for what in the admission process at Iowa Lakes Community College?
☐	☐	17. wanted to know the vocational graduate placement rate of a program?
☐	☐	18. wanted to know the average GPA at Iowa Lakes Community College?
☐	☐	19. wanted to know the structure and role of student government at Iowa Lakes Community College?
☐	☐	20. wanted to read the objectives of a particular course?

Influencer List

1-Board
2-Superintendent
3-Business Manager
4-Administrative Assistant
5-Assistant Superintendent/ Instruction
6-Assistant Superintendent/ Student Services
7-A Department Head
8-An Instructor
9-A Student Services Staff Member
10-Education Association
11-Secretarial Staff
12-Custodial Staff
13-Student Senate
14-Student Body
15-A committee
16-Individual in community
17-Selected few comprising power structure
18-Advisory committees
19-Club or organization
20-K-12 school districts
21-Industrial base
22-Department of Public Instruction
23-State Superintendent of Public Instruction
24-State Board
25-Legislature
26-Governor
27-Public universities
28-Private colleges
29-Area aging agencies
30-Professional organizations
31-Accrediting agencies
32-A senator
33-A congressman
34-Legislature as a whole
35-The President
36-Department of HEW
37-Department of Labor
38-State of economy
39-Foundations
40-Professional organizations (American Vocational Association, American Association Community Junior Colleges, National Education Association)

Within the formal administrative structure whom should you contact and then whom have you also found to be helpful if you-- (in each situation listed below)

should be 1st contact	Found helpful		Situation List
☐	☐	21.	wanted to actively seek a raise in salary?
☐	☐	22.	wanted to know how bookstore prices and hours are set?
☐	☐	23.	wanted to suggest a change in the instructional faculty evaluation system at Iowa Lakes Community College?
☐	☐	24.	wanted to serve on the academic review committee?
☐	☐	25.	wanted to know about the governance philosophy at Iowa Lakes Community College?
☐	☐	26.	were a member of the education association and wanted to file a grievance?
☐	☐	27.	wanted to know the status of accreditation of Iowa Lakes Community College?
☐	☐	28.	wanted to change the policy regarding faculty work schedules, as written in the master contract?
☐	☐	29.	wanted to know if a particular personnel practice was legal or illegal?
☐	☐	30.	wanted to know what is required by law that the college must do?
☐	☐	31.	wanted to redress what you believe to be unacceptable professional practice by a college employee?

Influencer List

1-Board
2-Superintendent
3-Business Manager
4-Administrative Assistant
5-Assistant Superintendent/ Instruction
6-Assistant Superintendent/ Student Services
7-A Department Head
8-An Instructor
9-A Student Services Staff Member
10-Education Association
11-Secretarial Staff
12-Custodial Staff
13-Student Senate
14-Student Body
15-A committee
16-Individual in community
17-Selected few comprising power structure
18-Advisory committees
19-Club or organization
20-K-12 school districts
21-Industrial base
22-Department of Public Instruction
23-State Superintendent of Public Instruction
24-State Board
25-Legislature
26-Governor
27-Public universities
28-Private colleges
29-Area aging agencies
30-Professional organizations
31-Accrediting agencies
32-A senator
33-A congressman
34-Legislature as a whole
35-The President
36-Department of HEW
37-Department of Labor
38-State of economy
39-Foundations
40-Professional organizations (American Vocational Association, American Association Community Junior Colleges, National Education Association)

Section III

As we develop our long-range plans in each of our areas here at Iowa Lakes Community College, the philosophy of governance and the administrative structure is also being evaluated to predict future effectiveness in guiding the college toward fulfillment of its mission.

Please answer the following questions with an eye to the future. Use check marks to indicate your answers.

| | | |

3. Which of these influencers will have a significant impact on decisions made in the following areas at Iowa Lakes Community College?

A. institutional goals

B. allocation of financial resources

C. meeting local needs

D. evaluation of programs and services

E. philosophy of governance

F. staff development

G. student admissions criteria

	A	B	C	D	E	F	G
Board of Directors							
Administrators							
Faculty							
Student Body							
Community Citizenry							
State Governor							
State Legislature							
State DPI							
Other colleges							
Regional accrediting agencies							
National accrediting agencies							
National Congress							
Dept. of HEW							
Dept. of Labor							
Professional organizations (American Vocational Association, National Education Association, American Association Community Junior Colleges)							
Foundations							
Not informed enough to know							

H. student activities

I. faculty academic freedom

J. accountability/ efficiency

				Board of Directors
				Administrators
				Faculty
				Student Body
				Community Citizenry
				State Governor
				State Legislature
				State DPI
				Other colleges
				Regional accrediting agencies
				National accrediting agencies
				National Congress
				Dept. of HEW
				Dept. of Labor
				Professional organizations (American Vocational Association, National Education Association, American Association Community Junior Colleges)
				Foundations
				Not informed enough to know

Section IV

Do you think the present philosophy of governance and administrative structure at Iowa Lakes Community College will be effective during the next five years to facilitate: (Circle your choice)

Yes No A. the identification of educational, training, and service needs of the citizens and the designing of programs to meet those needs?

Yes No B. the enrollment of nontraditional students which are very heterogeneous in learning achievement, success, interests, ages, and goals?

Yes No C. effective linkages between Iowa Lakes Community College and external groups and agencies in efforts to combine resources to improve the quality of living of our citizens?

Yes No D. maintaining an effective interdependent relationship among the Board, administration, faculty, and student constituencies to solve problems which may arise in the areas of programming, staffing, financing, etc. as opposed to only fulfilling the coordinating function.

Yes No E. a healthy student learning environment while coping with decision making procedures which are likely to be more political and conflict oriented.

Yes No F. staff development to upgrade and/or retrain existing staff to continue to be effective employees.

Yes No G. broader development of students by their exposure to experiences other than classroom such as exploratory, humanities, and athletics.

Yes No H. the general fulfillment of the legislated mission and goals of Iowa Lakes Community College.

I, If you answered "No" to any of the above questions, please explain what changes in the philosophy of governance or administrative structure you would recommend and why the change would cause one or both to be more effective for Iowa Lakes Community College in the future. Identify each response by the letter preceding it.

APPENDIX B

Table 1

Table showing frequency of whom each constituent group believes they should contact within the administrative structure of Iowa Lakes Community College when seeking advice and assistance. See Appendix A for item listing. Refer to the Key on page 68 to identify the appropriate influencer.

Situation List	Item by Function	Board	Central Administration	Department Heads	Faculty	Student Services	Student Senate
1.	Executive	6 of 2 1 of 1	3 of 3 1 of 1	5 of 5 4 of 2	14 of 7 9 of 2 3 of 5	4 of 6 2 of 1	5 of 9 4 of 8 3 of 7
2.	Administrative	3 of 2	2 of 2 2 of 4	7 of 5	22 of 7 3 of 5 2 of 4	3 of 6 2 of 4	6 of 7 4 of 5 3 of 2
3.	Executive	4 of 2 2 of 3	3 of 2 1 of 1	6 of 2 4 of 5	18 of 7 4 of 3 3 of 2	6 of 6	6 of 13 3 of 3 2 of 1 2 of 6
4.	Executive	5 of 2 2 of 3	3 of 2 1 of 22	5 of 2 3 of 5	10 of 7 9 of 3 6 of 2	8 of 3 4 of 6	4 of 1 4 of 3 3 of 2
5.	Business	7 of 3	2 of 3 2 of 4	8 of 3	16 of 3 10 of 7 3 of 11	2 of 4 2 of 7	8 of 3 4 of 11 3 of 7
6.	Business	3 of 3 2 of 7	4 of 3 1 of 7	4 of 3 3 of 7 3 of 5	23 of 7 3 of 3 3 of 11		6 of 8 4 of 9 2 of 7 2 of 11

Situation List	Item by Function	Board	Central Administration	Department Heads	Faculty	Student Services	Student Senate
7.	Executive	5 of 7	1 of 2 1 of 5 1 of 7 1 of 22	6 of 2 3 of 7	25 of 7 2 of 1	4 of 7 3 of 6	8 of 8 4 of 7 2 of 1 2 of 12
8.	Executive	3 of 2 2 of 3 2 of 22	2 of 2 2 of 22	6 of 2 3 of 5	10 of 2 8 of 7 4 of 3	4 of 6 2 of 2	4 of 1 3 of 3 2 of 22 2 of 23
9.	Business	5 of 3	3 of 3 1 of 2	8 of 3 2 of 5	19 of 7 10 of 3	7 of 6	5 of 3 3 of 6 3 of 11
10.	Administrative	3 of 2	4 of 4	7 of 4	16 of 7 4 of 2 4 of 4	3 of 4 3 of 6	5 of 1 2 of 4 2 of 7 2 of 8
11.	Instructional	3 of 2 3 of 5	3 of 5	8 of 5	20 of 7 5 of 5	4 of 6 3 of 5	4 of 1 3 of 5 3 of 7
12.	Instructional	3 of 2 2 of 5 2 of 7	3 of 5	7 of 5	19 of 7 6 of 5	4 of 5 2 of 6 2 of 7	6 of 7 4 of 4 2 of 5 2 of 8
13.	Instructional	4 of 7 2 of 5	2 of 5 2 of 7	4 of 8 3 of 7 2 of 5	16 of 7 6 of 8 4 of 5	4 of 7 3 of 5	6 of 8 5 of 7

Situation List	Item by Function	Board	Central Administration	Department Heads	Faculty	Student Services	Student Senate
14.	Executive	3 of 2 2 of 1	2 of 2	5 of 2 3 of 5 2 of 7	14 of 7 5 of 5 4 of 2	3 of 6 2 of 2 2 of 7	6 of 1 2 of 2 2 of 10
15.	Student Personnel Services	6 of 6	3 of 6	8 of 6	12 of 6 10 of 9 4 of 7	5 of 6	8 of 6 6 of 9
16.	Student Personnel Services	7 of 6	2 of 6 2 of 9	10 of 6	10 of 6 5 of 7 5 of 9	4 of 6 2 of 7 2 of 9	4 of 3 4 of 4 2 of 1 2 of 6 2 of 8 2 of 11
17.	Student Personnel Services	3 of 5 3 of 7	3 of 7	7 of 7 2 of 6	6 of 7 5 of 5 5 of 6 5 of 8	7 of 7	6 of 7 4 of 8 3 of 4 3 of 9
18.	Student Personnel Services	2 of 6	2 of 6	4 of 6 3 of 9 2 of 5	8 of 5 5 of 6 5 of 9	4 of 5 2 of 9	3 of 5 2 of 7 2 of 8 2 of 10 2 of 11
19.	Student Personnel Services	4 of 13 2 of 6	2 of 6	8 of 6	8 of 5 8 of 9 8 of 13	3 of 6 3 of 13	11 of 13 2 of 6 2 of 9

Situation List	Item by Function	Board	Central Administration	Department Heads	Faculty	Student Services	Student Senate
20.	Instructional	3 of 8 2 of 7	2 of 7 2 of 8	6 of 7 3 of 8	13 of 7 10 of 8	4 of 7 3 of 8	10 of 8 3 of 7 2 of 11
21.	Executive and Professional Staff	2 of 7 2 of 10	3 of 1	4 of 5 2 of 2 2 of 10	16 of 7 8 of 10	5 of 6	9 of 1 3 of 3
22.	Student Personnel Services	6 of 6	2 of 6 2 of 9	9 of 6	19 of 6 5 of 7 2 of 3 2 of 9	4 of 5 4 of 9	4 of 6 2 of 3 2 of 5 2 of 9
23.	Instructional	4 of 5	3 of 5	6 of 5 4 of 7	14 of 7 6 of 5 6 of 10	4 of 5 2 of 7	4 of 5 3 of 1 2 of 8
24.	Instructional	3 of 5 2 of 2	2 of 5	7 of 5 3 of 7	9 of 5 8 of 7 2 of 1 2 of 2	5 of 5	3 of 8 3 of 15
25.	Executive	4 of 2	2 of 1 2 of 2	7 of 2 3 of 5	10 of 7 9 of 2 6 of 1	3 of 2	4 of 1 3 of 7 3 of 13
26.	Executive and Professional Staff	4 of 10 2 of 7	2 of 10	4 of 7 4 of 10	19 of 10 3 of 1 2 of 2 2 of 7	6 of 10	5 of 10 2 of 1 2 of 22

Situation List	Item by Function	Board	Central Administration	Department Heads	Faculty	Student Services	Student Senate
27.	Executive	4 of 2 2 of 5	2 of 2	4 of 2 3 of 4 2 of 5	8 of 5 7 of 7 4 of 2	3 of 5 2 of 7	2 of 4 2 of 5 2 of 22 2 of 23
28.	Executive and Professional Staff	3 of 10 2 of 7	2 of 4	3 of 5 3 of 10	12 of 10 5 of 7 4 of 1	5 of 10 2 of 4	14 of 1
29.	Executive	4 of 4	4 of 4	6 of 4 2 of 2	7 of 4 7 of 7 4 of 10	2 of 4 2 of 10	3 of 1 3 of 7 2 of 2 2 of 10
30.	Executive	4 of 2	2 of 22	5 of 2 2 of 22	12 of 1 9 of 7 7 of 2	3 of 6	7 of 22 2 of 1
31.	Executive and Professional Staff	4 of 2	2 of 5	3 of 5 3 of 7	15 of 7 4 of 10 3 of 5	4 of 6 2 of 7	7 of 1 3 of 2 3 of 7

Table 2

Table showing frequency of whom each constituent group also found helpful outside the administrative structure at Iowa Lakes Community College when seeking advice and assistance. See Appendix A for item listing. Refer to the Key on page 68 to identify the appropriate influencer.

Situation List	Item by Function	Board	Central Administration	Department Heads	Faculty	Student Services	Student Senate
1.	Executive	5 of 5 1 of 22	2 of 1 1 of 5	4 of 5 2 of 2	6 of 7 4 of 8 5 of 5	3 of 9 2 of 6	5 of 8 2 of 6
2.	Administrative	2 of 4 2 of 5	2 of 5	4 of 2 2 of 8	8 of 8 4 of 5 3 of 7	2 of 9 2 of 4	3 of 7 2 of 8
3.	Executive	2 of 7	2 of 3	3 of 5 2 of 3	9 of 5 4 of 2 3 of 8	3 of 3	4 of 6 2 of 3
4.	Executive	5 of 3	2 of 23	4 of 5 3 of 3	8 of 3 6 of 7 6 of 5	2 of 3	3 of 6 3 of 8 2 of 3 2 of 14
5.	Business	1 of 11	3 of 3 1 of 4	4 of 3 2 of 4 2 of 11	8 of 3 6 of 7 5 of 11	1 of 3 1 of 4 1 of 6 1 of 7 1 of 9	4 of 11 2 of 7 2 of 9

Situation List	Item by Function	Board	Central Administration	Department Heads	Faculty	Student Services	Student Senate
6.	Business	2 of 3	1 of 3 1 of 4 1 of 5 1 of 11	4 of 4 3 of 7 2 of 3	9 of 11 8 of 7		4 of 8 2 of 9 2 of 11
7.	Executive	1 of 2 1 of 3 1 of 7	1 of 3 1 of 5 1 of 23	3 of 5 2 of 7	4 of 8 3 of 7 2 of 2 2 of 11	1 of 5 1 of 6 1 of 7 1 of 11	3 of 8 2 of 2 2 of 14
8.	Executive	2 of 2 2 of 3	2 of 22	4 of 5 3 of 3 2 of 2	4 of 5 3 of 2 3 of 3 2 of 4	4 of 6 2 of 2	3 of 2 2 of 1
9.	Business	1 of 1 1 of 2 1 of 3 1 of 7 1 of 8	2 of 5	4 of 5 3 of 3	8 of 7 5 of 3 2 of 11	2 of 3	3 of 3 2 of 5 2 of 9 2 of 13
10.	Administrative	2 of 2	2 of 6	6 of 5 2 of 2	7 of 4 4 of 8 2 of 1 2 of 7 2 of 18	2 of 4 2 of 6	2 of 13
11.	Instructional	2 of 5 2 of 7	2 of 5	2 of 2	6 of 5 5 of 7 2 of 2	2 of 6 2 of 7	3 of 5 3 of 7 2 of 8

Situation List	Item by Function	Board	Central Administration	Department Heads	Faculty	Student Services	Student Senate
12.	Instructional	3 of 5 2 of 7	2 of 10 2 of 7	4 of 7 2 of 5	4 of 5 3 of 7	3 of 7 2 of 6	3 of 5 2 of 1 2 of 10
13.	Instructional	2 of 5 2 of 7	2 of 5	4 of 5 2 of 7	5 of 5 5 of 7 4 of 8	2 of 10 2 of 14 2 of 16	2 of 7 2 of 8
14.	Executive	2 of 2	2 of 2	5 of 5 2 of 2 2 of 7	5 of 2 4 of 5 2 of 7 2 of 8	2 of 4	3 of 13 2 of 2 2 of 6 2 of 8
15.	Student Personnel Services	1 of 1 1 of 2 1 of 6 1 of 7	2 of 6	2 of 5 2 of 9	6 of 6 4 of 11 3 of 9	3 of 9	5 of 9 2 of 7
16.	Student Personnel Services	1 of 2 1 of 7 1 of 9 1 of 11	3 of 6	4 of 9 3 of 5	4 of 9 4 of 11 3 of 8	3 of 9	2 of 8 2 of 9
17.	Student Personnel Services	3 of 6	2 of 6	3 of 7 2 of 5	7 of 7 3 of 9 2 of 6 2 of 8	4 of 5	4 of 8 2 of 7
18.	Student Personnel Services	1 of 6 1 of 9	2 of 6	3 of 5 2 of 6	5 of 6 4 of 9 2 of 7	2 of 6 2 of 7	2 of 8 2 of 9

Situation List	Item by Function	Board	Central Administration	Department Heads	Faculty	Student Services	Student Senate
19.	Student Personnel Services	2 of 6 2 of 9	2 of 18	4 of 5 2 of 7 2 of 9	4 of 13 3 of 6 2 of 8 2 of 9	2 of 9	4 of 13 2 of 1 2 of 9
20.	Instructional	4 of 7	2 of 8	4 of 7 4 of 8	6 of 7 4 of 8 3 of 5	2 of 8	2 of 5 2 of 7 2 of 9
21.	Executive and Professional Staff	1 of 2 1 of 3	1 of 2 1 of 4	2 of 1 2 of 2 2 of 5	4 of 5 4 of 7 2 of 8 2 of 10 2 of 17	5 of 6	3 of 2 2 of 9
22.	Student Personnel Services	2 of 9	2 of 9	3 of 9	4 of 9 3 of 3 2 of 5 2 of 11	2 of 6 2 of 9	2 of 1 2 of 9
23.	Instructional	1 of 2 1 of 5 1 of 7	1 of 2 1 of 5 1 of 7	3 of 5 3 of 7	6 of 5 2 of 7	2 of 5	3 of 8 2 of 2
24.	Instructional	2 of 5	2 of 5	4 of 7 2 of 5	5 of 5 5 of 7	2 of 7	2 of 10
25.	Executive	2 of 1	1 of 1 1 of 4 1 of 5	4 of 5	5 of 2 4 of 7 3 of 5	3 of 6	3 of 2 3 of 6 3 of 13

Situation List	Item by Function	Board	Central Administration	Department Heads	Faculty	Student Services	Student Senate
26.	Executive and Professional Staff	1 of 2 1 of 4	2 of 4	3 of 10	4 of 2 3 of 7 3 of 8	1 of 6 1 of 10 1 of 30	3 of 2 1 of 5 2 of 24
27.	Executive	2 of 4	1 of 2	6 of 5	5 of 7 4 of 2 3 of 5	1 of 4 1 of 5 1 of 6 1 of 23	1 of 22
28.	Executive and Professional Staff	1 of 4 1 of 7	2 of 4	3 of 2 3 of 4	5 of 2 4 of 5 4 of 10	1 of 5 1 of 7 1 of 8	6 of 3
29.	Executive	2 of 3	1 of 1 1 of 2 1 of 16	4 of 5 2 of 4	4 of 10 3 of 5 3 of 7	2 of 6	3 of 2 2 of 8
30.	Executive	2 of 3	1 of 1 1 of 4 1 of 22	3 of 5 2 of 2	3 of 2 3 of 7 2 of 1 2 of 4 2 of 5 2 of 22	2 of 22	2 of 2 2 of 8 2 of 23
31.	Executive and Professional Staff	1 of 2 1 of 4 1 of 5 1 of 6	1 of 5 1 of 6	4 of 5 2 of 1 2 of 4	4 of 10 3 of 5 2 of 1 2 of 2 2 of 4 2 of 7	1 of 2 1 of 4 1 of 6 1 of 10	5 of 2

Table 3

Summary of frequency Table 1 showing rank order utilization of formal administrative structure by function. Refer to the Key on page 68 identify the appropriate influencer.

EXECUTIVE	ADMINISTRATIVE	BUSINESS	INSTRUCTIONAL	STUDENT PERSONNEL SERVICES	EXECUTIVE AND PROFESSIONAL STAFF
210 of 7	46 of 7	86 of 3	149 of 7	158 of 6	79 of 10
176 of 2	26 of 4	65 of 7	115 of 5	61 of 9	56 of 7
102 of 1	15 of 2	15 of 11	52 of 8	50 of 7	42 of 1
89 of 10	14 of 5	10 of 6	12 of 1	33 of 5	15 of 5
62 of 5	6 of 6	6 of 5	7 of 2	26 of 13	11 of 2
44 of 3	5 of 1	5 of 5	6 of 6	8 of 3	9 of 6
39 of 6	2 of 8	4 of 4	4 of 4	7 of 4	4 of 4
32 of 4		4 of 9	3 of 15	4 of 11	3 of 3
23 of 22		1 of 2	2 of 11	2 of 1	2 of 22
12 of 8					
9 of 13					
5 of 9					
4 of 23					
2 of 12					

Table 4

Summary of frequency Table 2 showing rank order utilization outside of formal administrative structure by function. Refer to the Key on page 68 to identify the appropriate influencer.

EXECUTIVE	ADMINISTRATIVE	BUSINESS	INSTRUCTIONAL	STUDENT PERSONNEL SERVICES	EXECUTIVE AND PROFESSIONAL STAFF
114 of 5	16 of 8	35 of 3	75 of 5	58 of 9	32 of 2
88 of 2	14 of 5	29 of 7	71 of 7	40 of 6	22 of 5
51 of 3	13 of 4	26 of 11	23 of 8	22 of 7	18 of 4
48 of 7	8 of 2	9 of 4	8 of 2	20 of 5	15 of 10
36 of 8	8 of 7	8 of 5	8 of 10	11 of 11	11 of 7
32 of 4	4 of 6	7 of 9	4 of 6	5 of 1	7 of 3
28 of 6	2 of 1	1 of 1	2 of 1	4 of 13	6 of 1
18 of 10	2 of 9	1 of 2	2 of 9	3 of 3	6 of 8
17 of 1	2 of 13	1 of 6	2 of 14	2 of 2	4 of 6
10 of 22	2 of 18	1 of 8	2 of 16	2 of 18	2 of 9
6 of 13					2 of 17
5 of 9					2 of 24
4 of 14					1 of 30
4 of 23					

EXECUTIVE	ADMINISTRATIVE	BUSINESS	INSTRUCTIONAL	STUDENT PERSONNEL SERVICES	EXECUTIVE AND PROFESSIONAL STAFF
3 of 11					
2 of 17					
2 of 24					
1 of 16					
1 of 30					

Key for Tables 1, 2, 3, and 4

1 - Board
2 - Superintendent
3 - Business Manager
4 - Administrative Assistant
5 - Assistant Superintendent for Instruction
6 - Assistant Superintendent for Student Services
7 - A Department Head
8 - An Instructor
9 - A Student Services Staff Member
10 - Education Association
11 - Secretarial Staff
12 - Custodial Staff
13 - Student Senate
14 - Student Body
15 - A committee
16 - Individual in community
17 - Selected few comprising power structure
18 - Advisory committees
19 - Club or organization
20 - K-12 school districts
21 - Industrial base
22 - Department of Public Instruction
23 - State Superintendent of Public Instruction
24 - State Board
25 - Legislature
26 - Governor
27 - Public universities
28 - Private colleges
29 - Area aging agencies
30 - Professional organizations
31 - Accrediting agencies
32 - A senator
33 - A congressman
34 - Legislature as a whole
35 - The President
36 - Department of HEW
37 - Department of Labor
38 - State of economy
39 - Foundations
40 - Professional organizations (American Vocational Association, American Association Community Junior Colleges, National Education Association)

Writer's Name Eugene F. Schorzmann

Cluster Iowa Lakes Community College Cluster

I certify that I have read this practicum report and have discussed its contents with the writer.

3/28/78 (date)

Richard Blacker (signature of peer reader)

I certify that I have read this practicum report and have discussed its contents with the writer.

3/28/78 (date)

Millie N. Nolte (signature of peer reader)

I certify that I have read this practicum report and have discussed its contents with the writer.

3/28/78 (date)

Charles B. Wilson (signature of peer reader)

.....

I certify that I have read this practicum report and that in my opinion it conforms to acceptable standards for practicums in the Doctor of Education Program.

(date)

(signature of Practicum Director)